

**SETTING STANDARDS FOR
EDUCATION, TRAINING
AND DEVELOPMENT PRACTICES
IN SOUTH AFRICA
(Access Document)**

NTB / GTZ / ETD Practices Project

June 1997

The ETD Practices Project is a pilot project under the National Training Board (NTB) co-sponsored by GTZ.

This Access Document is an *abridged version* of the *Project's Phase 2 Report* and has been endorsed by the NTB. The full report is obtainable from the NTB in Pretoria. (Contact Santa de Jager (Deputy Director) or Madi van der Berg (Secretary) by fax: 012-320 0792.)

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June 1997

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INTRODUCTION

This document is an abridged version of the ETD Practices Phase 2 Report. It aims to:

- * inform you about the work of the ETD Practices Project;
- * put forward two options which have been developed by the Project, for standard-setting in Education, Training and Development (ETD) that is linked to the National Qualifications Framework (NQF).

The document can be read in a number of ways. You may wish to read the whole document from start to finish. If you are already familiar with the Project's work you may wish to skip the first three sections and start with the section on 'Key issues for standard-setting in ETD'. You may also only want to explore the 'Proposed options for standards-setting' in section 5. A full list of research reports and working papers produced by the Projects is included as Appendix B.

1. A BRIEF HISTORY OF THE ETD PRACTICES PROJECT

Many people may not have heard of the ETD Practices Project. We therefore start with a brief explanation of how and why the Project came about, what it is trying to achieve and under whose authority it is acting.

In 1993 a task team, representative of four main stakeholder groupings (employers, trade unions, the state and providers of education and training), was established under the National Training Board (NTB)¹. The task team was not a decision-making body, but acted as a forum in which these stakeholders and other interested parties could reach consensus about what needed to be included in a national training strategy for South Africa. The task team formulated the vision (or desired end-product) of a national training strategy as:

A human resources development system in which there is an integrated approach to education and training which meets the economic and social needs of the country and the development needs of the individual. (National Training Strategy Initiative (NTSI), Executive Summary, 1994:2)

¹ The National Training Board was established in 1981 to advise the Minister of Manpower and subsequently the Minister of Labour on national training matters.

A set of twelve principles was developed to underpin this work, namely *integration, relevance, credibility, coherence and flexibility, standards, legitimacy, access, articulation, progression, portability, recognition of prior learning and guidance to learners.*

In order to research and report on various issues that related to training, a series of working committees, with the same stakeholder representation as the task team, was established.

Working Committee 3 was asked to report on 'training the trainer'. The full brief was to:

Develop a South African competency-based model for trainers. Identify requirements for registration, certification, accreditation and recognition of existing qualifications and experience or competency in a national integrated certification/qualification structure.

Using this model:

- * Develop a hierarchy of career levels/paths for trainers;
- * Develop curricula guidelines for the preparation of programmes for trainers. (NTB Preliminary Discussion Document, 1993)

This committee's report was included in the final *Discussion Document on a National Training Strategy Initiative (NTSI)* published in 1994. Many of the ideas and recommendations contained in the NTSI document have been taken up in policy work undertaken by the Departments of Education and Labour since the national elections, including recommendations regarding a National Qualifications Framework (NQF) and a South African Qualifications Authority (SAQA).

More will be said later about NTSI Working Committee 3's recommendations, and we will also explain how the original term 'trainer' came to be changed to 'education, training and development practitioner'.

It was the work of this Working Committee 3 that led to the establishment of the Education, Training and Development (ETD) Practitioners' Project in 1995. The Project has a projected life-span of three years and is accountable to the National Training Board who co-sponsors it with GTZ (German Agency for Technical Co-operation). It contributes to the reconstruction and transformation of education and training in South Africa through its work which relates to the current development of the NQF. It concerns itself with *nationally recognised standards for educators and trainers* as stated in the 'guidance of learners' principle of the NQF.

The overall Project goal is to develop:

A negotiated model in terms of progression pathways, sets of unit standards and qualifications, accepted by the target groups, for developing and recognising quality ETD practices, particularly within the National Qualifications Framework (NQF).

While 'quality ETD practices'² can be achieved by recognising or improving current work, it also requires that changes in approach and implementation be made. Macro-economic and political reforms will ultimately bring about economic growth and participatory democracy, but ETD must play its role in changing the skills base of our country. Many ETD practices and institutional arrangements are already under review and undergoing transformation and it is under these conditions that the work of the Project has been undertaken.

The Project's goal should further be understood in relation to its terms of reference. The Project, like the National Training Board itself, is not a decision-making body. It does not have the authority to impose a standard-setting model (or standards themselves) on any part of the ETD field. Such authority ultimately rests with the National Standards Body (NSB) for Education, Training and Development (ETD), under the governance of the South African Qualifications Authority (SAQA).

The Project is structured in the following way. It is led by a Steering Committee which consists of representatives from employer and labour federations, the Departments of Education and Labour, the National Training Board, ETD providers, the South African Teachers' Union (SADTU), the National Association of Professional Teachers' Organisations of South Africa (NAPTOSA) and representatives from the Project management team. A Plenary - to which a wider range of stakeholder representatives is invited - is organised three or four times a year in order to keep the ETD field informed of the Project's progress and to canvass opinion and suggestions. A small full-time administrative team provides infrastructural support, while research and development staff are appointed on short-term full-time or part-time contracts, depending on the nature of the work in each phase.

² 'ETD practices' include activities like finding out what people need to learn; designing lessons, workshops and programmes; teaching learners or facilitating learning; producing materials; assessing what people have learnt; developing policy and managing learning systems.

2. SHIFTS IN THE FOCUS AND TITLE OF THE PROJECT

In response to the NTSI vision of “a human resources development system in which there is an *integrated approach to education and training ...*”, Working Committee 3 realised that ‘trainer’ was too limited a term to achieve the vision of integration and that focus could not be placed on training only. The committee considered the broader term ‘human resource development practitioner’, but decided that, while it may be suitable for trainers who work in corporate environments, it would not appeal to people working in other contexts, e.g. lecturers in colleges, community workers or school teachers.

The term ‘ETD practitioner’ was developed to describe a broad range of people directly or indirectly involved in activities which support learning. Even though people will continue to have identities as ‘trainers’ or ‘teachers’ or ‘educators’ or ‘instructors’ or ‘facilitators’ or ‘lecturers’ or ‘community workers’, this new title intends to signal an integrated approach to education and training as a future-orientation. It is not just a label for past or even present practices, but refers to something new, something that is emergent.

Although the Project was initially called the ETD *Practitioners’* Project, the name was changed to the ETD *Practices* Project in 1996. Quality in ETD practice is determined by many factors, not only by the competence of practitioners so the name was changed to show this more clearly.

You will also note that the term ‘practices’ is used in the plural and not in the singular. This is to acknowledge the variety of purposes (why), content areas (what), activities and resources (how), places (where), and learner groups (who) that make up the ETD field. While there are many differences between practices, there are also combinations of the above which construct common ground. Standard-setting needs to take common ground into account and qualifications and learning pathways need to be developed in ways that will allow practitioners to gain full or partial recognition for expertise and qualifications already acquired.

‘ETD’ as a concept also requires further explanation. The worlds of education, training and development have traditionally been viewed as being separated and different from one another, despite their common focus on teaching and learning. These differences are illustrated in the examples below.

- * In large organisational contexts, some trainers see themselves as doing only ‘technical’ training, while others see themselves as doing mainly ‘development’ work (including organisation development and individual career development).

- * Many community workers see their educational work primarily as helping communities to identify issues of common concern and to develop strategies for action. Specific training may precede or follow such interventions.
- * The educational role performed by trade unions is shifting. While all unions engage in internal and collective processes of worker education and the building of capacity for worker leadership, many are also seeking participation in industry training boards and have adopted a broader and more strategic approach to workforce development.
- * Many teachers and lecturers see themselves as educators who attempt to develop the whole child or the whole adult in a holistic way which is broader than workplace-directed learning.

The traditional view is therefore one of **separating** the three areas of practice, with the focus on what is different. This separation is not in keeping with the vision of the Project.

E / T / D

*(Education is **different from** Training which is **different from** Development.)*

The opposite of difference is sameness. Evidence from the field suggests that it is neither desirable nor possible to view education, training and development as the same. Such a view of ETD would propose **conflation** of the three forms of practice.

E = T = D

*(Education is **the same as** Training which is **the same as** Development.)*

The formulation which best reflects both the Project's vision is:

E + T + D

*(Education **relates to** Training which **relates to** Development.)*

This understanding of ETD supports the idea of more systematic **connections** between education, training and development, without requiring practitioners from different contexts to develop identical practices. What is important is that the standards, qualifications and learning progression pathways for ETD practitioners developed in different parts of the field should be able to **integrate** and **transform** ETD practices.

3. THE WORK OF THE PROJECT SO FAR

3.1 The logic of ‘assessment-led’ reform

The Project’s focus on standard-setting includes the following aspects:

- * What could and should standards for ETD practices look like?
- * How to set standards that respect institutional differences while promoting the kinds of connections described above?
- * What processes of developing standards will best bring about a sense of ownership by those to whom the standards will apply?

The South African Qualifications Authority (SAQA) wants to bring about transformation through an ‘assessment-led’ reform programme. National standards for what must be learnt will be stated as ‘outcomes’ and registered on the National Qualifications Framework. Individual learners will have to show evidence of what they know and can do in relation to these standards before a qualification will be issued. The system will be administered through SAQA and the bodies set up by SAQA. Thus the standards for ETD will be set by Standards Generating Bodies (SGBs) before being submitted for registration to the National Standards Body (NSB) for ETD. The Education and Training Qualifications Authorities (ETQAs) accredited by SAQA will ensure that assessment is carried out in accordance with the standards and that quality assurance measures are in place.

This approach is not new or unique to South Africa. ‘Outcomes-based’ reform initiatives have been implemented in a number of other countries throughout the world. Valuable lessons have been learned about the potential benefits and problems of the approach. The Project thus began with an awareness that South Africa cannot unproblematically borrow from other countries, both because these countries are themselves revising their strategies and because the Project was mandated specifically to explore strategies which are ‘indigenous’ to South Africa.

3.2 The NTSI model for ETD practitioners

Within this framework the NTSI Working Committee 3 recommendations for practitioner development (mentioned earlier) were taken as the starting point for further work on standard-setting. The model developed by this committee recommended:

- * A *compulsory core of expertise* as a broad foundation and a basis for progression. This will enable practitioners to acquire the WHAT (occupational or subject expertise), WHY (contextual understanding) and HOW (expertise in helping others to learn in ways that also promote reflection about learning itself) to form the basis of their practice. The core should be divided into three levels: basic, intermediate and advanced.
- * *Specialisation roles* that allow opportunity for further career development and progression. Ten general roles were initially identified, with the understanding that more roles could be identified later. The ten roles are (in alphabetical order): *administrator, assessor, evaluator, group learning facilitator, individual learning facilitator, learning experience designer, learning materials developer, manager, needs analyst* and *strategist*. Practitioners perform many or all of these roles to a greater or lesser extent. The roles are integrated and inter-related, but they also allow for specialisation in particular areas.
- * Recognition of the wide scope and complexity of ETD work through the inclusion of *underpinning principles* that acknowledge contextual variation.

3.3 Phase 1 of the Project: Research

In order to understand how Working Committee 3's proposed model might work across a broad and diverse range of ETD practices, the Project started with a research phase. Both by design and by request, focus was placed on 13 different learning contexts and/or practices. They were:

- * adult basic education and training (ABET);
- * industry training and regional training centres;
- * formal secondary schooling;
- * early childhood development;
- * community development;
- * NGOs;
- * trade unions;
- * education and training for the disabled;
- * national and provincial government training;
- * colleges that provide further technical and/or professional education, either in contact or distance mode;

- * higher education in universities and technikons;
- * education and training in public and private sector organisations;
- * education and training for small, medium and micro enterprises (SMMEs).

Information was collected about:

- * the nature of ETD practices in each of these contexts;
- * the practitioners themselves and the institutions in which they work;
- * labour market trends that relate to ETD practitioners;
- * what institutions and practitioners themselves identify as a professional approach to practice.

A parallel strand of research simultaneously explored what capabilities practitioners believed should be included in ETD qualifications. This was done mainly through workshopping standards with groups of practitioners:

- * in ABET;
- * in the government sector;
- * in career-specific training; and
- in universities and technikons.

3.4 Phase 2 of the Project: Model development

The second phase of the Project drew the Phase 1 data together and analysed commonalities and differences across contexts. Researchers also explored the lessons which had been learned about outcomes-based initiatives in other countries to identify factors which needed to be taken into account. All this work then informed the development of options or models for standard-setting which are to be tested in the third phase.

Two models were developed as possible options. Both attempt to address some specifically South African issues as well as some of the problems which have been identified with models elsewhere in the world. The first is an adaptation of conventional standard-setting models used in other countries, while the second proposes a different approach to standard-setting.

Work on the third phase is about to start. During this phase the proposed standard-setting models will be tested or evaluated through processes of stakeholder participation.

4. KEY ISSUES FOR STANDARD-SETTING IN ETD

The Project's Phase 2 report describes the data that was collected and analysed in considerable detail. This section focuses on the three main areas in which data was collected so that readers have a framework for understanding the issues which the standard-setting options address.

The similarities and differences found between a wide range of ETD practices are discussed. Connections between policy work in ETD and policies being developed in other strategic areas are examined. Finally, some of the problems encountered by other countries working with outcomes-based learning are described.

4.1 Issues arising from the current nature of the ETD field

It is not easy to draw general conclusions which would be valid across the range of learning contexts investigated. What is clear is that the very idea of an integrated **ETD field** is a future vision rather than a description of the current situation.

At the moment three different kinds of practices can be identified:

- * **Formal** practices: specialised learning institutions such as schools, various kinds of colleges, technikons, universities - where education and training is both 'core business' and 'whole job'. The end-product of formal learning is the award of nationally-recognised qualifications (degrees, diplomas and certificates) which allocate individuals to specific socio-economic positions in the wider society.
- * **Non-formal** practices: institutions such as public and private sector organisations, workplaces, NGOs, community-based organisations or trade unions - where education and training is not 'core business' and often not 'whole job', but part of processes of production, service, or development. The end-product of non-formal learning is of immediate value to the individual, workplace, organisation or community and may or may not be credentialled. Certificates are often awarded for attendance rather than achievement and have limited or low exchange value in the labour market.
- * **Informal** practices (or civil society): sites such as family, religious institutions, cultural and sporting associations, political parties and the media. ETD practices are embedded in action towards some social or project goal other than formal

education and training itself. Learning happens mainly through an unconscious process of acquisition, through membership of a movement, belief system, community or family. Certification is not an issue.

This way of grouping the data shows broader patterns and does not reflect all the variations encountered. Human resource development (HRD) specialists in workplaces or those who work as external consultants will view their work as both 'core business' and 'whole job'; but the organisations in which they work, or for which they consult, will view HRD as part of a broader product, or service or development project. Regional training centres are specialised learning institutions, but some of their qualifications are not nationally recognised. These categories should therefore be seen as broad indicators of differences, rather than as absolute or exclusive.

The current situation should also not be regarded as static. The data showed that **all** sites are currently undergoing some form of transformation or change. Although formal practices already award nationally-recognised qualifications, they are undergoing restructuring in relation to governance, funding, and course or programme design to enable broader access and greater linkages between different institutions. Non-formal and some informal practices are seeking to formalise their practices by developing partnerships with formal learning institutions or by positioning themselves in relation to emergent SAQA structures. The effect that assessment, on an individual basis, will have on the form and nature of non-formal and informal practices is a key debate in many sites.

Despite variations and current changes, it can be concluded that **institutional location (such as the college, trade union, school, NGO or university) has a strong shaping influence on ETD practice**. ETD practices do not exist in a vacuum. It is the setting or location that determines what form the practice takes and what its main functions and values are. For instance, what counts as good teaching and learning was found to be different in a school, a community development programme, a higher education institution or a workplace. Each ETD institution sees itself as different from others. A key finding was therefore that **institutional context dominates ETD practices and at the same time it fragments or divides the field into different parts**.

The research did not only show up differences, it also pointed to commonalities. Although practices were described as different from others, there was widespread recognition and acceptance of basic role descriptions across sites. **It appears possible to use a generic set of roles to describe practices across the entire ETD spectrum.**

In all sites the variety of ETD roles fit into three broad categories - **teaching** roles, **design** roles and **management** roles. ('Teaching' is used as a broad term that includes training, instructing, lecturing, facilitating, mentoring and demonstrating). The original ten roles (mentioned in 3.2 above) do not capture all the ETD activities which emerged from the data. More roles have therefore been included to describe the additional areas of activity.

DESIGN	TEACHING	MANAGEMENT
needs analyst	teacher/facilitator	administrator
designer	assessor	marketer
materials developer	learner support	evaluator
policy developer		financial manager
		manager of learning systems
		strategic manager
		access negotiation
		community liaison
		teacher support

While these role sets are integrated in some contexts they are separate in others. An example of this can be found in the area of assessment. In some contexts assessment includes the designer, assessor and administrator roles and is closely linked to the teacher/facilitator role. In other contexts assessment only refers to the assessor role and the person who performs this role will not teach learners or design assessment tasks.

Several other key issues emerged from the data collected about the current ETD field.

- * **ETD practices are often set in their ways.** They respond mainly to internal influences and are not affected by that which happens elsewhere in ETD. There is little need or opportunity to learn from others or to compare and appraise their work in relation to other practices.

- * **Practitioner development is often limited or restricted.** There is little opportunity for sharing professional knowledge, values and vision. Teachers refer to other teachers; trainers refer to other trainers; lecturers refer to other lecturers - so each stays within their own closed circle.
- * Practitioner movement and redeployment is restricted. **Skills are generally too situation-specific for confidence in effective portability.** For instance, when school teachers are retrenched, they tend to leave both the teaching profession and the ETD field, instead of moving to other ETD sites. When they do find new employment they are given little credit for their skills and knowledge as teachers.
- * In many practices **the emphasis is only on doing and not sufficiently on *thinking about doing***, with the result that research, analysis and evaluation as ways of improving practice are under-developed.
- * Where career paths and qualification tracks exist, they are restricted to the institutional location, **with little scope for trans-institutional movement.** There is very little practitioner movement between, for instance, schools, colleges, workplaces and NGOs. Career movement is largely restricted to one type of institution. Practitioners may move up the promotional ladder in one type of institution, but only rarely do they move to a different kind of ETD institution.

Overall the data collected about current ETD practices **tends to confirm ‘separation’ between practices rather than integration.**

4.2 Issues arising from policy developments impacting on ETD

The Project’s work is located within the broader framework of socio-economic reconstruction and takes the position that the policy principles provided by the original Reconstruction and Development Programme (RDP) should be the basis for policy in education, training and development. These are: *integration and sustainability; a people-driven process; peace and security; nation-building; democratisation; meeting basic needs and building the infrastructure* (RDP White Paper, 1994:6)

Within this framework the Project's work needs to **link to other policy initiatives in ETD**, as well as being **integrated with policy work more broadly**. It should be borne in mind, however, that the Project started its work in an ETD policy vacuum. Many of the relevant Green Papers - such as the ones on Higher Education Transformation (December 1996) and A Skills Development Strategy for Economic and Employment Growth in South Africa (March 1997) - have only appeared recently. These and other policy documents - such as the National Interim Guidelines for Adult Basic Education and Training (various drafts) and the SA Schools Act (1996) which deals with the organisation, governance and funding of schooling - have major implications for both institutional and curriculum shifts across sites. ETD issues are presented in different ways in these documents and links have to be found to ensure coherence and articulation.

Key issues which emerge from the broader policy context, are:

- * The principle of **integration and sustainability** requires that standards for ETD practices take into account the particular issues and dynamics of the contexts to which they apply.
- * ETD practices must crucially **support and promote learning** for effective participation in meeting basic needs, building a participatory democracy, and working flexibly and creatively in rapidly changing local and global economies.
- * Standard-setting needs to happen through a **people-driven and transparent process** - under the direction of those involved rather than being symbolically consultative. Participants in the processes should accept the authority and responsibility for posing questions and finding answers to their problems and should be empowered to do so effectively.
- * In order to **democratise** ETD practices, learning institutions will need to be restructured in ways that recognise and use to advantage the complex ways in which power and decision-making work in modern society.
- * Practitioners must **equip themselves** to participate in processes of **transformation**. This includes becoming more skilled in utilising resources both more effectively and towards goals that are different to those of the past.

4.3 Issues arising from the standard-setting experience of other countries

A study of standard-setting processes in Australia, New Zealand and the United Kingdom show clearly that there is **no single way of setting standards**. The form and content of standards, as well as the processes of standard-setting, vary from country to country and **are determined by who is involved and why**. The ways in which standards-based education and training systems have been implemented also differ from country to country.

In Australia and New Zealand, the state, employers and trade unions have been jointly involved in the development of standards, whereas in the United Kingdom there has been less involvement of all social partners. In Australia, strong union involvement has led to a particular emphasis on the recognition of prior learning (RPL) within an industrial relations framework. Australia also saw an active and early involvement of the professions (such as Law) and higher education, whereas in the United Kingdom, the process has been driven by employers and the focus has been on lower level vocational education and training.

Early developments in the United Kingdom and Australia followed a behaviourist or task-based approach. **Serious doubts have been expressed about such approaches**. They have been criticised for a number of reasons, such as that they focus only on task performance and ignore underlying values and ways of thinking and feeling; that they do not address the complexity of performance in the real world; and that they downplay or ignore the role that judgement plays in intelligent performance.

In later developments (in Australia particularly), greater emphasis has been placed on **generic abilities** or general attributes. It is assumed that generic abilities provide the basis for transfer of knowledge and skill - irrespective of context. In the United Kingdom, generic abilities (or 'key skills') are deemed important, but in reality they are often not fully integrated into task-specific standards.

Despite these shifts, questions remain about whether generic abilities actually exist and where the boundaries of transferability lie. Research on critical thinking suggests, for instance, that expertise is acquired in context-specific ways and not in a general way which is readily transferable.

In all three countries, standard-setting processes show similarities in terms of the basic formats adopted. Unit standards are the cornerstone - consisting of:

- * statements of purpose;
- * units and elements of competence (or outcomes);
- * performance criteria or assessment criteria;
- * range statements which indicate context and parameters of application;
- * statements of the knowledge and understanding that underpin or are embedded in each unit or element.

Yet all these countries are experiencing problems with unit standard-approaches. There is general resistance, from learners as well as from providers, to unit standard qualifications replacing traditional qualifications. **Many countries seem to be retaining dual systems instead of moving towards unified systems.**

Several key issues arise from the data collected about standard-setting in other countries.

- * Standard-setting formats and processes cannot be implemented without taking the **context of application** into account from the earliest stages.
- * Standard-setting processes **must guard against becoming assessment-led** at the expense of the quality of learning. How, what, where and why people learn (often called curriculum) have a strong bearing on what counts as standards and the way in which standards are acquired.
- * **Professional judgement is a crucial definer of quality** and a very important part of assessment. Assessing against stated criteria does not guarantee quality. Assessment criteria work best when professional judgement is exercised to place a value on the mental and manual performances being assessed and to give constructive feedback.
- * Knowledge and understanding are **central** to the transferability of competence.
- * The **integration** of specific and generic outcomes is essential.
- * Learner-centredness and teacher-centredness are **not competing opposites**. What is required is learner-centred designers, teachers and managers.
- * **Qualifications are the starting point** for standards development. The process is one of 'design-down' from qualification rather than 'design-up' from a wide range of unit standards.

5. PROPOSED OPTIONS FOR STANDARD-SETTING

The data and key issues presented above make it clear that **standard-setting is a complex and controversial matter**. *'Who sets standards, for whom, why and how?'* is at the heart of the controversy. Debates around ways of standard-setting are often grounded in deeper differences of opinion about the political and technical processes of standard-setting, the format for writing standards, the relationship between standards and learning (or curriculum) and many other factors.

It is therefore not surprising that the diversity of opinion within the ETD Practices Project itself, from the Steering Committee and the researchers through to the Plenary, reflected this controversy. Rather than trying to force coherence or foreclose debate prematurely, the Project encouraged vigorous discussion around a range of issues. During the course of discussion, two different standard-setting models began to emerge. This is characteristic of good policy development, which aims to generate options. Although several attempts were made to combine the models or to resolve the differences between them, the Project finally decided that putting both models forward would be a useful way of stimulating wider debate and understanding in the ETD field.

A decision will need to be made after the models have been tested and/or evaluated in Phase 3, but presenting both models accurately reflects the diversity of opinion and enables this decision to be taken in a more informed way.

The two models for standard-setting developed by the Project are presented here in simplified and abbreviated form. Each attempts to address the issues discussed above, although in different ways.

5.1 Model 1

Model 1 takes the kind of system envisaged by SAQA as a starting point and seeks to adapt it to meet the issues which emerged from the research phase of the Project.

Key features of Model 1

1. *Principles*

Model 1 takes the NQF principle of *portability* as its key principle and makes the assumption that the data shows enough similarity in what ETD practitioners do in different sites of ETD practice **to create a number of common unit standards which are applicable across all ETD sites**. Model 1 argues that learners increasingly learn in a number of learning contexts (e.g. college, on-the-job, distance learning) and that ETD practitioners should be able to facilitate learning in ways which can cross these boundaries.

The data has demonstrated, however, that standards are not context-free. **Model 1 therefore seeks to balance the emphasis on commonality with additional context-specific standards which could be either compulsory or optional.**

2. *Qualifications*

Model 1 proposes that standard-setting **should begin at qualification level**, not at unit standard level. The **purpose** of a qualification is critical and should be lodged with SAQA as part of the submission for recognition of a qualification. The learning programmes which are developed (and future revisions) must meet the purposes of the qualification.

Qualifications should be made up of an integrated combination of unit standards and should not simply contain a collection of unit standards. Everything included in a particular qualification should meet the requirements of the purpose of that qualification.

A key aspect of Model 1 is based on the observation that **for many people engaged in ETD practice, ETD is not their primary role** and that ETD qualifications may therefore be less important for their career progression than occupational qualifications.

Furthermore, many people enter the ETD field on the basis of advanced qualifications in other fields. It is therefore important to have **flexibility in ETD qualifications**. Model 1 seeks to provide for this by:

- * allowing for **full** ETD qualifications (such as a teacher would need), **part** qualifications (where the ETD standards would form part of a qualification in another field), and **add-on** ETD qualifications (where candidates with existing qualifications would want to add foundational ETD expertise at an NQF level at or beyond their existing qualification in the other field);
- * ensuring that the format of ETD unit standards is **consistent** with those used in other fields. This is to allow for incorporation of ETD unit standards in other qualifications, and incorporating standards from other fields into ETD qualifications to cover the need for occupational/subject matter expertise.

Rules of combination:

Model 1 proposes the following rules of combination for qualifications:

- * **Those elements which a qualification has in common with other ETD qualifications should be covered by common units standards.** The ‘range statement’ category should be used to describe the context of the particular qualification. The detail of assessment criteria should also reflect the context of application.
- * The rest of the qualification should comprise unit standards drawn up for that **specific sector**.
- * A qualification should be made up of a combination of **compulsory common units, compulsory sector-specific units, optional common and optional specific units** (to accommodate specialisation and flexibility).
- * Each qualification should require **an integrated assessment**. The candidate would have to demonstrate competence to do the job envisaged by the whole qualification.

3. *Process for setting standards*

Model 1 proposes that there should be two processes of standard-setting: a core team process and a site process.

3.1 *Core team process*

A Project core team should develop **guidelines** for drawing up qualifications. The guidelines should contain clear directions for avoiding the disadvantages of other outcomes-based frameworks.

The core team should also draw up draft **common unit standards**, using the data gathered in the workshops during Phase 1. The core team should stay in close contact with the various sites, assisting them in the process, and revising the common unit standards in the light of comments received from the field. **This should continue until a large enough set of common unit standards exists to meet the requirements of the very wide range of sites envisaged.**

This clearly places a huge responsibility on the core team. They will need to ensure that the unit standards are chosen and written in a way which avoids the pitfalls identified by the Project. They will need to be deeply aware of the philosophical underpinnings of the approach to standard-setting envisaged in the Project and be highly competent in the writing of standards. To facilitate the transformation envisaged by the Project, and to ensure that no legitimate sector or interest is excluded, they will also need to be aware of the political and institutional sensitivities of the ETD field.

The core team will consist of facilitators (probably six to eight people), who will work in the field with sites, plus two or three additional members chosen by the Steering Committee for their expertise and understanding of the work of the Project. The facilitators will spend most of their time in their sites, but will meet as a team periodically for a few days at a time to revise the common unit standards. This will ensure optimal communication between sites and ensure that qualifications emerge which are compatible.

This team will do the technical work of writing and revising common standards in the given format. The suitability of the standards for different sectors will be dealt with by frequent **in-depth consultation** with the sites. The team will need to work closely with the chairperson of the Project Steering Committee and the Steering Committee will be asked to review the work regularly to ensure that political and institutional interests are kept in mind.

3.2 *Site process*

A site could comprise any group of stakeholders, including one or more ETD providers, which identifies the need for one or more ETD qualifications and can justify this need to the National Standards Body (NSB). Any group that wishes to come together to develop a qualification or a set of qualifications may do so. Model 1 thus proposes what is often called a *laissez-faire* approach to field delineation.

Sites can emerge from the initiative of local bodies interested in ETD qualifications. For example, a body representing an industry in a particular region might call together the technikon, university and colleges in the region and ask them to join it in setting up a site. Similarly, a university department or technikon wishing to offer a qualification might invite a number of employers of ETD practitioners to join it for the same purpose. They would then need to consider which other stakeholders they need to invite to ensure that the qualifications which are developed have legitimacy. The core team should be able to advise such groups in this regard.

The advantage of this approach is that it will facilitate the emergence of **creative local initiatives**, while the danger would be that too many similar qualifications are developed in different sites. This danger could be reduced initially by the facilitation of the core team, plus the requirement that qualifications should draw on common unit standards as far as possible. In due course the NSB for ETD will presumably exercise a regulatory role by refusing to register new qualifications for areas already covered by existing qualifications.

The sites will begin by establishing the purpose of the proposed qualification. They will analyse the performances required of people who would obtain the qualification, drawing on the Project data. This will be checked with the core team and interested parties in the field to ensure that the identified purposes

address the need adequately and ensure a satisfactory quality of ETD practice. The site will then review the common unit standards, adopt those which apply, indicate to the core team what modifications may be needed to the common unit standards, and then draft specific unit standards to meet the areas in the qualification not covered by the common unit standards.

A series of repetitions of this process will lead to a refined set of unit standards and rules of combination which meet the requirements of the qualification itself, as well as the requirements of the ETD site which developed the qualification and the requirements of SAQA.

5.2 Model 2

Model 2 takes *quality* in ETD as its starting point and seeks to ensure that the standards registered on the NQF by different ETD sub-fields meet **common quality criteria**. Model 2 argues that the differences in context and in role performances across ETD practices are too great to start with common unit standards. Common standards should emerge through a collaborative process of sub-field standard-setting. Common standards should be the end-point of a process rather than the starting point.

Key features of Model 2

Model 2 consists of a set of principles, a set of conceptual tools and a process for setting standards.

1. **Principles**

Model 2 is guided by the broad principles which structure policy work in South Africa. These are:

- * The six principles of the Reconstruction and Development Programme (RDP). These principles distinguish South African ETD policy from related policy initiatives elsewhere in the world (mentioned earlier on page 13).
- * The twelve principles of the NQF (mentioned earlier on page 2).

Many features of the model which set it apart from outcomes-based initiatives elsewhere in the world are specifically aimed at ensuring that the standards, qualifications and learning progression pathways which are developed embody these principles. Thus, for example, the model is cast as a **'process' model** in an attempt to ensure that it is people-driven and contributes to democratisation. The insistence on field analysis at the start of the process is an attempt to ensure that the standards which are set are directly **relevant** to the part of the field under consideration.

2. A set of conceptual tools

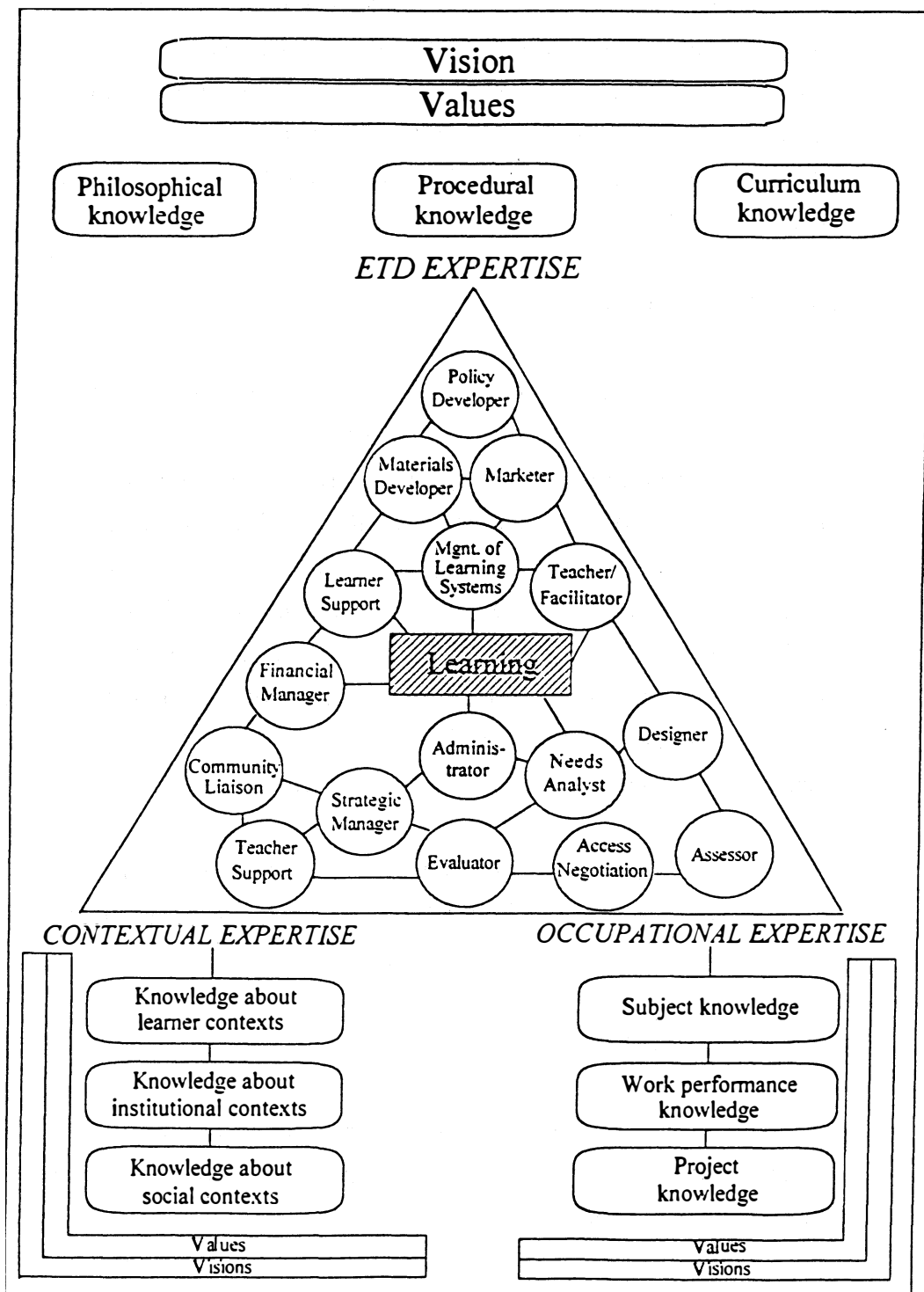
Model 2 proposes a set of conceptual tools which makes it possible to think about E + T + D in integrated ways. The purpose of these tools is **to provide a common language or framework for standard-setting which will ensure the process does not end up producing standards which do not relate to one another** (as this will defeat the possibilities for integration and portability across different parts of the ETD field). Common frameworks will enable the work done in any single context (for instance in school teaching) to relate to that done in others (for instance in ABET or in Higher Education and Training). It should be possible to arrive at **portability** without ignoring the context-specific considerations which are necessary to ensure relevance.

There are four sets of conceptual tools: a quality framework; a qualifications framework; a framework for field delineation; and a framework for standards-writing.

2.1 A quality framework

The quality framework provides a **common language** for talking about **indicators of quality**. The framework consists of a number of components, as illustrated on the next page.

A Quality Framework



- * 'Learning' is positioned at the centre of the framework to indicate that the purpose of all ETD practices is to enhance the quality of learning.
- * The categories of 'occupational expertise' (what is taught), 'ETD expertise' (how it is taught) and 'contextual expertise' (why it is taught) are connected by a triangle. Practitioners contribute to quality through the expertise which they display when they perform various ETD roles.
- * The choices, decisions and judgements which practitioners make from day to day are informed by the knowledge, understanding and skill which they hold in the three areas of expertise. These are indicated in the boxes next to each area of expertise (above 'ETD practice' and below 'contextual' and 'occupational expertise').
- * The ETD roles are placed at different points within the triangle to show that practitioners draw on different combinations of expertise depending on the why, what, where, when and how of their practice and on who their learners are.

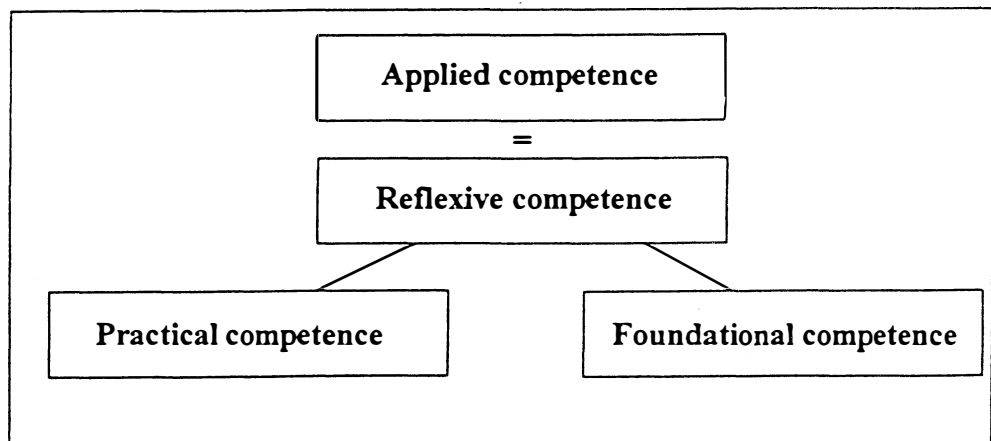
Two examples are briefly discussed to illustrate the quality framework.

A subject teacher (e.g. a maths teacher) draws most strongly on occupational expertise (e.g. an understanding of maths), but also needs to understand contextual issues (such as the nature of their learners' lives and the nature of the institution in which they work). The subject teacher also needs ETD expertise (some facilitation, lesson-planning and assessment skills, etc). How near or how far the subject teacher is positioned to the three bodies of expertise therefore represents how strongly she draws on particular areas of expertise. What a subject teacher would need to draw on most strongly in each case is likely to be different to what other practitioners would need to draw on. A practitioner who is responsible for teacher support, by contrast, would need to draw far more strongly on contextual expertise (and different kinds of contextual expertise to that drawn on by the subject teacher, perhaps) - but would also need to draw on ETD expertise (e.g. counselling teachers) and occupational expertise (some understanding of the nature of the subjects in which she is advising teachers) in order to do her job.

The quality framework enables different parts of the field to speak in a common language when describing the content of their qualifications. It also enables practitioners themselves to see what it is that they would need to work on should they wish to improve or move into a different area of work. Thus in order for the subject-matter teacher to move into a more full-time teacher support role, s/he would need to acquire more and different contextual expertise, while the opposite would be true for the practitioner moving into subject teaching.

2.2 *A qualifications framework*

The qualifications framework provides a **common language** for different parts of the field to talk about **the form of qualifications**. It suggests that qualifications will qualify (recognise or serve as an index to) applied competence. The model proposes that **applied competence is the learner's demonstrated ability to perform a set of tasks with understanding and reflexivity**. Applied competence is the overarching term for three interconnected kinds of competence: practical, foundational and reflexive competence.



- * Practical competence is our demonstrated ability to **perform** a set of tasks.
- * Foundational competence is our demonstrated **understanding** of what we or others are doing and why.

- * Reflexive competence is our demonstrated ability to **integrate or connect** our performances with our understanding of those performances so that we **learn** from our actions and are able to **adapt to changes and unforeseen circumstances**.

Applied competence may be included in a qualification in different ways:

- * Practical, foundational and reflexive competence may be registered as separate standards which need to be put together before a full qualification is attained;
- * Each unit of a qualification may contain a combination of practical, foundational and reflexive components.

Rules of combination:

Model 2 proposes that the ETD field go the '**full qualification**' route in order to bring about quality improvement. A 'full qualification' would have the following features:

- * An ETD qualification should always credential a **combination** of occupational expertise (in its appropriate knowledge form), contextual expertise and ETD expertise as these are the essential indicators of quality.

This means that many ETD practitioners will already be part-qualified when they enter the field. They will be able to offer a formal qualification and/or relevant work experience as evidence of one or more forms of expertise. **Their ETD qualification will then be a capping qualification which will draw their other qualifications into a new relationship.** Other practitioners may acquire their subject matter knowledge as part of their ETD qualification.

- * An ETD qualification should always credential a **combination** of practical, foundational and reflexive competence. An ETD qualification at any NQF level should only be awarded if the person holds the **applied competence** required at that level.
- * **Integrated assessment** at qualification level should be the final evidence of applied competence.

- * An ETD qualification should always fit into a **ladder of qualifications**. Qualifications should relate to one another in terms of purposes and applicability to a specific part of the ETD field so that learning progression pathways are established which clearly show what is required in each part of the field and what is required to move from one part of the field to another.

2.3 *A framework for field delineation*

Field delineation refers to **the way in which a field is defined or organised**. In order for standard-setting to proceed, decisions need to be made about how the field should be organised - in other words, who is included or excluded, or which parts belong together and which do not.

The data collected shows that different parts of the ETD field currently define themselves by use of criteria which fall into different categories. For example, some parts (e.g. the disabled) define themselves in terms of **who** they teach or train. Others (e.g. universities and technikons) define their work in terms of **where** they teach. Still others (e.g. career-specific vocational training) tend to define themselves in terms of **why** or **what** they teach and distance learning defines itself in terms of **how** it teaches. How parts of the field define themselves brings them closer to other parts of the field or pushes them further apart.

The framework for field delineation adopted in Model 2 allows any part of the ETD field to define itself through the use of any of the following criteria: why, who, where, what or how they teach. Those who define themselves in terms of why they teach are also required to identify who they teach, where, how and what they teach. Similarly, those who define themselves in terms of who they teach are also required to identify why, where, how and what, etc..

By taking stakeholders through a process which explores both the similarities and the differences between their part of the field and others, no part (or sub-field) will be able to define itself as completely different from others. Common ground will emerge as the basis for common qualifications.

In this way, articulation between different parts of the field (or sub-fields) may be built and new sub-fields may emerge as areas of commonality are identified. Such commonality will be based on real similarity between the why, who, where, what and how, rather than an assumed commonality which fails to take differences into account.

Sites for field-testing:

In order to test possibilities for articulation and progression across different parts of the ETD field, it is proposed to test the model in four sub-fields which have traditionally had different ETD purposes. (The ‘why’ criterion for field delineation was applied.) These are:

1. Higher Education and Training (HET), where the purpose is the development of academic and professional expertise.
2. Occupationally-directed ETD, where the purpose is to prepare people for specific occupations or jobs.
3. Schooling, which has the general formative development of young people as its purpose.
4. Adult education and development, which has the general formative development of adults as its purpose.

Field-testing sites within each sub-field should be selected on two main criteria:

- * their capacity to bring the significant stakeholders in the sub-field together;
- * their capacity to sustain and continue the standard-setting process after the Project has ended.

2.4 A framework for standards-writing

SAQA has recently proposed a ‘format’ in which standards should be written. The format consists of a set of category labels, such as ‘specific outcomes to be assessed’, ‘assessment criteria’, ‘range statements’ etc.. However, the meaning of each of these labels is highly contested in South Africa and elsewhere, and SAQA has not prescribed the interpretation which anybody writing standards in South Africa should follow. In an attempt to be explicit, Model 2 puts forward more detailed explanations of how these labels could be used.

For example, one interpretation of ‘assessment criteria’ is that they should be specifically formulated for each learning outcome. Many people support this approach as they believe that criterion-referenced forms of assessment are more performance-orientated and more objective (not dependent on the evaluative judgement of an assessor or panel of assessors).

There are just as many others who believe that the criteria for intelligent and creative performance cannot be pre-specified and that a wide and infinite variety of performances should be accepted as evidence of outcomes. Supporters of this view believe that outcomes for learning can and should be stated but that there is not one definitive performance which can be pre-described as the required assessment criteria. Assessors require expertise and creative imagination to give credit for ordinary as well as outstanding performance.

Model 2 proposes that **outcomes need to be written broadly rather than specified narrowly; that assessment needs to happen through both criterion-referencing and the exercise of judgement about what counts as evidence of successful performance.** Both approaches should be allowed by SAQA, with applied competence at qualification level as the goal of whichever approach is followed. Insistence on the standardisation of standards-writing in relation to all forms of knowledge and learning will gain the NQF more criticism than support in its initial stages and may lead to a narrow vocationalism rather than to the desired quality improvement.

3. ***Process for setting standards***

Model 2 proposes a three-stage standard-setting process: an analysis of the relevant ETD sub-field; decisions about strategic priorities in the sub-field; and the development of a qualifications ladder and standards.

The **field analysis is a guided process** in which stakeholders in a sub-field are required to develop a detailed description of the current and likely future of the sub-field. The analysis includes information about:

- * the current and future knowledge base of the sub-field;
- * current and future forms of practice;
- * existing qualifications and learning pathways;
- * other issues and problems, growth areas, etc.

The analysis is intended to be **generative**, in other words it should provide the opportunity for stakeholders to look beyond what exists to the possibilities of what might exist. This is where **transformative** thinking should begin to happen (or be formalised if it has already been happening).

After analysing the sub-field, stakeholders are required to make **strategic decisions** about what to do. They should develop a ladder of qualifications and a purpose for each qualification which ensures that their strategy meets the criteria of equity (fairness), quality improvement and maximum impact (or quantity). The equity criterion (ignored in much other policy work) is intended to bring the redress principle into play.

It is only once decisions about the focus and nature of the strategy have been agreed amongst stakeholders, that standards can be developed, since it is only then that the issues of who the standards are for and what they should achieve will be clear. Through insisting on **stakeholder involvement** in the process, the model is intended to ensure a democratic policy process (people-driven) with high relevance to sub-fields.

The third component of the process is a more technical component usually associated with standard-setting in outcomes-based mode. Rather than beginning with individual unit standards as is often the case, the model proposes that **whole qualifications be developed, with unit combinations that reflect the purpose of the qualification and meet the rules of combination proposed by the model**. After units have been developed for all the qualifications on a particular ladder, the process of comparing qualifications developed by different sub-fields can begin. Parts of qualifications which are common across sub-fields can be identified and new common qualifications may even be developed. In this way **learning progression pathways which promote portability** will be achieved. The work done in different sub-fields will be cross-referenced so that effort is not wasted on setting identical standards in parallel.

A team of standard-setting facilitators, trained by the Project, will work with identified sites during the field-testing phase. Their role will be to make data available and to guide sub-fields in the use of the conceptual tools contained in the model so that each sub-field approaches standards and qualifications in the same way. Phase 1 data relevant to the sub-field will be made available to give standard-setting groups a starting point for their sub-field analysis. Once the analysis has been completed, decisions about strategic priorities have been made and validated, and a set or ladder of proposed qualifications has been developed, facilitators will further assist with the technical process of standard-setting. During the standard-setting process, facilitators and conceptual co-ordinators will continually compare and evaluate the draft standards which are developed to check for articulation and progression possibilities across sub-fields.

The responsibility and authority for decisions about what counts as quality standards in the sub-field and why, will rest within the sub-field itself and not within the Project. Model 2 recognises that standard-setting is a **political process** which in other countries has often been confused with the technical processes of standards-writing. The principles governing such processes in South Africa require that a different approach and methodology be adopted to that which has been used elsewhere. The process of standard-setting should place the engine of transformation in the hands of stakeholders. Standard-setting generates highly political questions which should be resolved through stakeholder involvement rather than through the more technical approaches adopted in other countries.

6. SIMILARITIES AND DIFFERENCES BETWEEN THE TWO MODELS

At first glance the two models for standard-setting may not appear significantly different. Both models place the emphasis on qualification rather than on unit standard as the starting point of standard-setting and both models propose integrated assessment at qualification level. They differ significantly in other respects, however.

1. Aims

Model 1 takes **portability** as a key aim and seeks to ensure portability through the development of **common unit standards**, applicable to all ETD practices. Model 2 takes **quality** as a key aim and seeks to ensure quality through the development of **common frameworks for thinking about quality** applicable to all ETD practices.

2. Starting points

Model 1 takes **generic role performance** as the starting point and Model 2 takes **context-specific competence** as the starting point. Both models work with commonality and difference but they start at different ends. Model 1 **starts** with commonality and Model 2 **ends** with commonality.

3. What counts as a qualification

Model 1 views an ETD qualification as separate from an occupational qualification and makes provision for **full, part and add-on ETD qualifications**. Model 2 views an ETD qualification as that which is awarded for the required combination of occupational, ETD and contextual expertise. An **ETD qualification is either a full qualification or a capping qualification**.

4. How standard-setting groups should be established

Model 1 views standard setting as a **laissez-faire process**, in other words any group that wishes to come together to set up qualifications may do so. Model 2 argues that, if the term 'ETD field' is to have meaning, standard-setting has to be a **connective process**. Any group that wishes to come together to set up qualifications must define itself

through a common set of criteria to establish similarities and differences with other parts of the field and to explore possibilities for new forms of articulation.

5. **Standard-setting as neutral or as political**

Model 1 views standard-setting mainly as a **neutral and technical process** which, if undertaken with sufficient sensitivity to political and institutional differences, can be driven by a team of people selected for their expertise and understanding. Model 2 views standard-setting as a **political and technical process** through which the power and authority to make strategic decisions about standards with transformative capacity should rest in the field itself. This means that decisions about the transformative intent of the standards need to be driven by stakeholders **before** the technical processes of standard-setting can proceed.

The nature of these differences makes it clear that **integrating the two models would not just be a case of resolving a few misunderstandings or minor differences**. Each model has interpreted the Phase 1 data in a different way so that the assumptions underpinning the two models, while originating from the same data, are different. Each model has a different understanding of ‘process’ and of what counts as qualification.

7. CONCLUSION

The ETD Practices Project has been trying to come to grips with the complexity of the vision of an integrated ETD field, as well as with the complexity of standard-setting as process and methodology. Many of the issues and proposals in the document are new, while others are familiar. It is hoped that the field-testing work done in Phase 3 will produce greater clarity and consensus about the way forward for both the ETD field and for the NQF as a whole.

A decision will ultimately need to be made about which of the two models will bring about greatest systemic coherence and qualitative transformation. The purpose of this document was not, however, to ask for such a decision. The task was to put forward the issues that led to the development of the two models and to explain the models themselves so that practitioners and other stakeholders can join the debate with a fuller understanding of the Project’s work.

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FOUNDATIONAL RESEARCH

This Final Report of Phase 2 of the ETD Practices Project draws on the following research reports and working papers. The working papers were written as source documents for researchers in each phase and have not been prepared for publication.

Phase 1: Research and development (foundational)

Research task 1: Capabilities for effective ETD practices

- Report 1: Adult basic education and training (ABET) practitioners
Gwyneth Tuchten and Botlhale Nong
- Report 2: ETD practitioners in the government sector
Dominique Souchon, Thomas Mogale and Lavelle Nomdo
- Report 3: Lecturers in universities, technikons and colleges
Thomas Groenewald and Londi Hlela
- Report 4: ETD practitioners offering career-specific learning provision
Marietta van Rooyen and George Madula

Research task 2: Contextual analysis

- Report 1: Universities and technikons
Clive Millar and Siphamandla Xulu
- Report 2: Colleges
Judy Harris, Phumza Mpoyiya and Nomonde Radebe
- Report 3: Senior secondary schools
Mignonne Breier, Paul Lundall and Maite Letsoalo
- Report 4: Industry training boards and regional training centres
Daryl McLean, Bubele Dyantyi and Sindiswa Tafeni
- Report 5: Public and private sector organisations
Kel Sheppey, Angus Bowmaker-Falconer, Frans de Bruyn, Jeanne Gamble, Ronnie Mokgwatsane and Bob Govender
- Report 6: Non-governmental organisations (NGOs)
John Aitchison, Vaughn John and Mark Butler
- Report 7: Community development
Mary Cole, Jim Lizamore and Nico Rikhotso
- Report 8: Trade unions
Linda Cooper and Msokoli Qotole
- Report 9: National and provincial government
Graham van Wyk, Terry-Ann Selikow, Dipuo Mvelase, Eileen Meyer and Constance Molomo

Working paper 1: *Jeanne Gamble*
Conceptual framework: The transformation of work, workplaces and occupations

Working paper 2: *Clive Millar*
Conceptual framework: "Profession" and "Professionalisation"

Working paper 3: *Jeanne Gamble*
Conceptual background to the research enquiry

Working paper 4: *Jeanne Gamble*
Cluster and site selection

Working paper 5: *Jeanne Gamble*
Re-conceptualising the ETD Practitioner Project (halfway through the R&D phase)

Summary reports

Report 1: Integrated report for research task 1 *Jonathan Cook and Terry Meyer*

Report 2: Summaries of the reports of Phase 1 data collection *All*

Phase 2: Systems building

Research task 2: Contextual analysis (continued from Phase 1)

Report 10: Small, medium and micro-enterprises (SMMEs) *Siphamandla Xulu*

Report 11: Early childhood development *Bothale Nong*

Report 12: Disability sector *Nomonde Radebe*

Cross-sectoral data synthesis and analyses

Working paper 1: *Jonathan Cook and Terry Meyer*
A map of current career progression routes and qualification patterns across all sectors

Working paper 2: *Jeanne Gamble, Clive Millar, Siphamandla Xulu*
A map of how ETD quality is currently referenced, including systemic indicators and criteria for 'best practice' in each sector

Working paper 3:

Judy Harris, Daryl McLean

Thirteen maps of forms of practice, modes of provisioning and pedagogical trends in the following sectors:

- universities and technikons
- colleges of education
- senior secondary schools
- industry training boards and regional training centres
- private sector organisations
- career-specific provisioning
- national and provincial government: the public service and the South African National Defence Force (SANDF)
- national and provincial government: South African Police Services (SAPS)
- public sector organisations: local government
- NGOs in ABET, primary health care, rural development, technical training
- adult basic education and training (ABET)
- community development
- trade unions

Responses to the maps in working paper 3:

- universities and technikons
- public sector organisations: local government
- community development
- trade unions

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